

Message Text

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ACTION MMO-04

INFO OCT-01 ARA-14 EUR-12 IO-14 ISO-00 EB-08 SP-02
USIA-15 AID-05 NSC-05 TRSE-00 SS-15 STR-04 OMB-01
CEA-01 CIAE-00 COME-00 FRB-01 INR-07 NSAE-00
XMB-04 OPIC-06 LAB-04 SIL-01 L-03 H-02 IGA-02
AGRE-00 DHA-05 OES-07 /143 W
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FM AMEMBASSY SAN JOSE
TO SECSTATE WASHDC PRIORITY 8628
INFO USUN NEW YORK 429
USMISSION GENEVA
AMEMBASSY PARIS
AMEMBASSY ROME
AMEMBASSY VIENNA

UNCLAS SECTION 1 OF 2 SAN JOSE 4097

PARIS FOR UNESDO, ROME FOR FODAG, VIENNA FOR IAEA AND UNIDO

E.O. 11652: N/A
TAGS: UNDP, EAID, CS, ECRP
SUBJ: CERP 008 - EVALUATION OF UN ASSISTANCE PROGRAMS

REF: A-2507

1. IMPORTANCE OF UN TECHNICAL ASSISTANCE TO COUNTRY'S TOTAL DEVELOPMENT EFFORTS - IN TERMS OF STAFF, THE UN SYSTEM TECHNICAL ASSISTANCE PROGRAM IS THE LARGEST ONE OPERATING IN COSTA RICA, UNDP AND THE SPECIALIZED AGENCIES HAD 65 RESIDENT EXPERTS WORKING IN COSTA RICA AS OF JUNE 15, 1977. IN TERMS OF FUNDING, THE UN CONTRIBUTES BETWEEN 10 AND 15 PERCENT OF THE TOTAL GRANT FUNDED TECHNICAL ASSISTANCE RECEIVED BY COSTA RICA, INCLUDING BOTH MULTILATERAL AND BILATERAL DONORS.

GOCR OFFICIALS ARE NOW ENCOURAGED BY THE UN'S RECENT ATTITUDE OF UNCLASSIFIED

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RESPONSIVENESS TO COUNTRY PRIORITIES AND NEEDS AS CONTRASTED WITH A PREVIOUS TENDENCY TO ASSIGN TECHNICAL ASSISTANCE EXPERTS WITHOUT SERIOUS CONCERN FOR THE COUNTRY'S EXPRESSED INTERESTS. ANOTHER IMPROVEMENT RECOGNIZED BY GOCR IS THE UN'S AGREEMENT TO PROVIDE MORE EXPLICIT SCOPES OF WORK FOR ITS EXPERTS AND THE WILLINGNESS TO MOVE AWAY FROM THE LONG-TERM BROAD-BASED APPOINTMENTS WHICH TURNED UN EXPERTS INTO REGULAR STAFF MEMBERS OF GOCR ENTITIES AND

DID NOT FOCUS THE EXPERTISE ON SPECIFIC TECHNICAL FIELDS WHERE IT IS NEEDED.

2. PROJECT IMPLEMENTATION - GOCR OFFICIALS HAVE RECENTLY URGED THAT UN PROJECTS MOVE MORE QUICKLY, AGAIN ELIMINATING LONG-TERM ASSIGNMENTS AS INDICATED IN (1) ABOVE. GOCR HAS EXCELLENT WORKING RELATIONSHIP WITH RESREP, AND OTHER SPECIALIZED AGENCY PERSONNEL. HOWEVER, THEY FEEL THAT STAFF STATIONED IN OTHER COUNTRIES AND WORKING ON REGIONAL PROJECTS TENDS TO OPERATE IN AN UNCOORDINATED AND AUTONOMOUS MANNER VIS-A-VIS THE COUNTRY PROGRAM. THE LACK OF RESREPS OF REGIONAL PROJECTS WAS CITED AS THE MAIN REASON FOR THIS PROBLEM. GOCR NATIONAL PLANNING OFFICE OFFICIALS HAVE RAISED THIS ISSUE AT UNDP HEADQUARTERS IN NEW YORK.

UN SYSTEM PROGRAMS APPEAR TO HAVE NO SIGNIFICANT MANAGEMENT PROBLEMS. COOPERATION OF LOCAL OFFICIALS CONSIDERED EXCELLENT BY UN PERSONNEL STATIONED IN COSTA RICA.

3. PROJECT EVALUATION BY UNDP AND THE AGENCIES - UN RESREP HAS INDICATED THAT THE TRIPARTITE REVIEW MECHANISM WAS SUSPENDED DURING THE PERIOD OF THE FINANCIAL CRISIS. HOWEVER IT WAS RESUMED IN JANUARY 1977 AND TWO REVIEWS HAVE BEEN HELD SINCE. ONE OF THEM CONCERNING A TECHNICAL ASSISTANCE PROJECT WITH CENPRO (EXPORT PROMOTION CENTER) RESULTED IN AN IN-DEPT REORIENTATION OF THE PROJECT DUE TO INFORMATION WHICH SURFACED DURING THE REVIEW BUT UNCLASSIFIED

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HAD NOT BEEN REFLECTED IN THE PROJECT DOCUMENTS.

THE REDUCTION OF FUNDS IS CONSIDERED THE PRINCIPAL CAUSE OF SOME PROJECTS FALLING SHORT OF THEIR TARGETS OR BECOMING WEAK AND INEFFECTIVE. THE RESREP INDICATED THAT THIS SITUATION HAS FORCED THEM TO USE "ASSOCIATE EXPERTS" BILATERALLY FINANCED WHO ARE GOOD BUT OFTEN TOO INEXPERIENCED TO DIRECT A FULL PROGRAM.

PROGRESS REPORTING FROM SPECIALIZED AGENCIES VARIES IN TIMELINESS AND QUALITY, DEPENDING UPON WHETHER THERE IS A REPRESENTATIVE IN THE COUNTRY OR NOT. THOSE AGENCIES WITH REPRESENTATIVES, SUCH AS WHO, ILO, UNIDO, AND UNESCO, HAVE A MUCH BETTER PERFORMANCE IN THIS AREA.

4. EXAMINATION OF UNDP PROJECT PROPOSALS - THE AID AFFAIRS OFFICER MAINTAINS SYSTEMATIC, INFORMAL AND FORMAL COMMUNICATION WITH THE UN RESREP AND WITH OTHER SPECIALIZED AGENCY REPRESENTATIVES. BRIEFINGS ON AID PROPOSED PROJECTS ARE PROVIDED AS APPROPRIATE, AND THE USAID RECEIVES COPIES OF THE UN COUNTRY PROGRAM AND ITS REVISIONS.

5. COUNTRY PROGRAMMING - THE 1977-81 COSTA RICA COUNTRY PROGRAM WAS PREPARED IN JANUARY 1976, REVISED IN JUNE 1976, AND WILL BE

REVISED AGAIN IN JUNE 1978 AFTER THE ELECTIONS. IT IS DIFFICULT TO COMPARE THE CURRENT CP WITH THE PREVIOUS ONE, PRINCIPALLY BECAUSE THERE WAS NO UNDP OFFICE IN COSTA RICA WHEN THE FIRST CP WAS PREPARED. ON THE OTHER HAND, THE PERSENT RESREP HAS BEEN IN COSTA RICA LESS THAN A YEAR AND DID NOT PARTICIPATE IN THE PREPARATION OF THE CURRENT PLAN. HOWEVER, IT IS UNDERSTOOD BY THE USAID THAT THE GOCR NATIONAL PLANNING OFFICE PLAYED AN ACTIVE ROLE IN THE PREPARATION OF THE PLAN AND ITS LATEST REVISION.

THE PRINCIPAL AREAS OF CONCENTRATION OF THE PRESENT PROGRAM ARE AS FOLLOWS: 40 PERCENT RURAL DEVELOPMENT AND AGRICULTURE; 15 PERCENT INDUSTRY; 10 PERCENT PLANNING, AND FIVE PERCENT EXPORT PROMOTIN.

THE 1975-76 FINANCIAL CRISIS HAS CAUSED THE 1977-81 CP TO BE
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REDUCED BY 20 PERCENT FROM \$5 TO \$4 MILLION, AND FOR 1977 SPECI21\$.

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:~)6 *49. \$1.9 MILLION TO \$650,000.

AS FAR AS THE APPLICATION OF THE UNDP'S "NEW DIMENSIONS" IS CONCERNED, IT IS FELT BY THE UN RESREP THAT UNTIL RECENTLY THE GOCR DID NOT KNOW WHAT THESE DIRECTIVES WERE. CONSEQUENTLY THEY WERE NOT REFLECTED IN THE CP PREPARED IN 1976; IT IS HOPED, HOWEVER, THAT THE 1978 REVISION WILL ADDRESS THESE DIRECTIVES MORE CLOSELY.

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UNCLAS SECTION 2 OF 2 SAN JOSE 4097

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6. PERFORMANCE OF UN SYSTEM - UNDP RESREP IS CONSIDERED BY GOCR AS THE LEADING OFFICIAL WITHIN THE UN SYSTEM. ALSO, THE FACT THAT MANAGEMENT AND ADMINISTRATIVE MATTERS OF UN OPERATIONS IN COSTA RICA ARE CENTRALIZED IN OFFICE OF THE RESREP HELPS MAINTAIN A POSITION SUBORDINATION OF THE STAFF OF THE SPECIALIZED AGENCIES VIS-A-VIS THAT OF THE RESREP. UNDP ALSO HAS INDICATED THAT THE DEGREE OF CLOSENESS AND COOPERATION WITH THE SPECIALIZED AGENCIES DEPENDS UPON THE LEVEL OF CONTRIBUTION EACH AGENCY MAKES. THE LARGER SPECIALIZED AGENCY CONTINGENTS WORK BETTER AS PART OF THE UN TEAM, WHILE THE SMALL ONES TEND TO BE "LONERS". THERE IS GOOD UNCLASSIFIED

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OVERALL COORDINATION AND WORKING RELATIONS AMONG UN SYSTEM AGENCIES AND WITH LOCAL GOVERNMENT.

ON THE QUESTION OF COMPLEMENTARITY WITH IBRD-FUNDED ACTIVITIES, THERE IS NO FORMAL OR DELIBERATE EFFORT TO BRING THIS ABOUT. HOWEVER, THE CURRENT RESREP HAS SAID THERE IS CLEAR COMPLEMENTARITY IN THE INDUSTRIAL SECTOR AND FORESTRY PROGRAMS. WITHIN THE NEXT FEW MONTHS THERE WILL BE IN COUNTRY TWO IBRD FIELD MISSIONS AND A UNDP FIELD MISSION AT THE SAME TIME TO DISCUSS PROJECTS IN THE INDUSTRIAL SECTOR. THIS, HOWEVER, WAS NOT PLANNED -- IT IS COINCIDENTAL.

7. COORDINATION OF ALL EXTERNAL ASSISTANCE - UNDP, LIKE OTHER FOREIGN ASSISTANCE DONORS IN COSTA RICA, RECOGNIZES THAT GOCR COORDINATION OF THESE EFFORTS, ALTHOUGH CLEARLY ESTABLISHED IN CURRENT LEGISLATION, DOES NOT OPERATE WELL IN PRACTICE. TO THIS END UNDP HAS APPOINTED ITS FORMER RESREP TO WORK WITH THE NATIONAL PLANNING OFFICE IN THE FIRST SYSTEMATIC EFFORT TO RECORD, COORDINATE AND COMPLEMENT THE WORK OF FOREIGN ASSISTANCE DONORS. AMONG DONOR AGENCIES THERE IS A PERMANENT SYSTEM OF INFORMAL COORDINATION AND EXCHANGE OF INFORMATION ALTHOUGH NOT ALL AGENCIES APPEAR TO COLLABORATE WITH EQUAL ENTHUSIASM. THE UNDP RESREP, HOWEVER, HAS

TRADITIONALLY BEEN MOST OPEN AND COOPERATIVE IN PROMOTING COORDINATION.

8. WOMEN IN DEVELOPMENT - MS SARAH TIMPSON, UNDP RESREP IN COSTA RICA (AND A US CITIZEN), IS THE ONLY WOMAN PRESENTLY HOLDING THAT POSITION WORLDWIDE. THERE ARE THREE FEMALE ASSOCIATE EXPERTS, ALL DUTCH. THE UN RESREP SAID THE UNDP REGULATIONS WHICH PROHIBIT THE EMPLOYMENT OF MAN AND WIFE IN THE SAME COUNTRY SEVERELY DISCOURAGE CAREER DEVELOPMENT FOR WOMEN IN THE UN SYSTEM. THIS MATTER IS PRESENTLY BEING REVIEWED IN UNDP HEADQUARTERS DUE TO THE VERY LOW PROPORTION OF WOMEN HOLDING STAFF POSITIONS IN THE SYSTEM.
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ON THE IMPACT OF UN PROGRAMS TOWARD ENCOURAGING THE PARTICIPATION OF WOMEN IN THE ECONOMY, IT WOULD BE DIFFICULT TO GIVE CONCRETE EXAMPLES. HOWEVER, THE EMPHASIS OF THESE PROGRAMS ON RURAL DEVELOPMENT AND AGRICULTURE WOULD SEEM TO POINT TOWARD A BENEFICIAL IMPACT IN THE FAMILY UNIT'S QUALITY OF LIFE IN LOWER INCOME GROUPS. WE CANNOT SAY THAT MORE WOMEN ARE WORKING IN AGRICULTURE IN COSTA RICA AS A RESULT OF THESE PROGRAMS, BUT THIS IS DUE TO THE COSTA RICAN CULTURAL PATTERN IN WHICH WOMEN DO NOT WORK IN AGRICULTURE AS A GENERAL RULE, BUT DO HAVE A MARKED INFLUENCE ON INVESTMENT, EDUCATIONAL, AND OTHER DECISIONS MADE AT THE FAMILY LEVEL.

9. SELF-RELIANCE AND MUTUAL SELF-HELP - NINETY PERCENT OF THE UN INTERNATIONAL EXPERTS IN COSTA RICA ARE FROM DEVELOPING COUNTRIES, SPECIFICALLY LATIN AMERICA; A GOOD PORTION OF EQUIPMENT IS PURCHASED LOCALLY.

THE NATIONAL APPRENTICESHIP INSTITUTE (INA), A GOCR AGENCY THAT HAS RECEIVED STRONG SUPPORT FROM UN/ILO, HAS GROWN TO BE A HIGHLY COMPETENT INSTITUTION THAT TRAINS A WIDE RANGE OF SKILLED LABORERS. IN THE LAST FEW YEARS INA HAS GIVEN TECHNICAL ASSISTANCE TO OTHER CENTRAL AMERICAN COUNTRIES WHICH ARE ATTEMPTING TO ORGANIZE SIMILAR INSTITUTIONS. THE EXECUTIVE PRESIDENT OF INA, A COSTA RICAN, IS RENOWNED ILO INTERNATIONAL EXPERT WHO OFTEN IS CONTRACTED TO PROVIDE EXPERTISE IN OTHER COUNTRIES.

THERE IS NO PLAN FOR A PHASE-OUT OR "GRADUATION" OF UN ACTIVITIES IN COSTA RICA, NOR TO MOVE TO A "NET CONTRIBUTOR" STATUS.

ON THE SUBJECT OF LOCAL ATTITUDES TOWARD UN SYSTEM PROGRAMS IN COSTA RICA, PERHAPS THIS CAN BEST BE ILLUSTRATED BY THE FACT THAT THE GOCR PICKED UP THE COST OF EIGHT UNDP EXPERTS DURING THE 1975-76 FINANCIAL CRISIS. MOREOVER, THESE EXPERTS GAVE UP CAREER STATUS IN THE UN TO WORK FOR THE GOCR, PROBABLY BECAUSE THEY FELT THEY WERE ENGAGED IN WORK THAT WAS SUFFICIENTLY IMPORTANT AND
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HAD STRONG LOCAL SUPPORT TO MERIT THEIR DECISION.
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Message Attributes

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Secure: OPEN
Status: NATIVE
Subject: CERP 008 - EVALUATION OF UN ASSISTANCE PROGRAMS
TAGS: EAID, ECRP, PORC, CS, UNDP
To: STATE
Type: TE
vdkgvwkey: odbc://SAS/SAS.dbo.SAS_Docs/3345fb4d-c288-dd11-92da-001cc4696bcc
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